Public Private Partnerships for the Poor and Disadvantaged

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3 Main Points

1. Scale of Non-state providers (NSPs) will likely remain significant, whether we like it or not, and states have corresponding legal obligations.

2. PPPs for the poor can be critical to ensuring that NSPs complement the overall efforts to reaching EFA, particularly for the benefits of the poor and disadvantaged.

3. Policy implications for realizing the potential benefits: PPPs is not about releasing the state of its duties but reinforcing them.
**NOTE: “Non-state”- Public Partnerships**

- “Private” understood here as encompassing all “non-state” providers (NSPs), whether for-profit, non-profit, NGOs, Faith-Based Organizations, and Community-based organizations.

- Term “Public- Private Partnerships” (PPPs) defined in various ways; in basic social services, definition evolving to be inclusive of the wide range of actors engaged.
Background:

NSPs are not newcomers…

- Historically, non-state providers (NSPs) active in social service delivery, particularly education in Europe and Africa
- But, with development, increasing role of the state in education
  - Fundamental HR and UPE (free and compulsory)

BUT, issues related to NSPs have evolved

- Primary education understood as domain of the public sector, but states face persistent challenges to fulfilling universal, equitable rights to education.
1. Scale of NSPs in Education

- Non-state primary enrolment increased from 39 million to 62 million between 1991 and 2004 (58 percent),
- While public enrolment grew from 484 million to 530 million (10 percent) during the same period (UNESCO 2007).
- Both developed and developing countries exhibit hybrids (mixed) of public or private financing and/or management in the provision of education.
1. Scale of NSPs in Education, in EAP

1. Scale of NSPs in Education

- Growth of NSPs in response to:
  - public constraints to provide for all
  - increased, diversified demands in education, for both the rich and poor: *Research beginning to show a vibrant private sector active amongst the poor and most disadvantaged groups globally.*

- If public coverage of the poor is often incomplete, and likely to remain so in the short term...

- Do we wait for a “state fix”, as economy grows? OR

- Do we leverage resources of NSPs for the poor now?

*What is the right choice, in principle and in practice?*
2. PPPs for the poor and disadvantaged: 

*In principle*- legal obligations of the State

CRC Article 4: “…undertake such measures to the maximum extent of available resources…”

- **Obligation to RESPECT**
  - requires States to refrain from interfering directly or indirectly with the enjoyment of the right.

- **Obligation to PROTECT**
  - requires States to take measures that prevent third parties from interfering with the enjoyment of the right.

- **Obligation to FULFILL**
  - The Obligation to Fulfill requires States to adopt appropriate legislative, administrative, budgetary, judicial, promotional and other measures towards the full realization of the right, or iteself directly provide assistance or services for the realization of that right.
2. PPPs for the poor and disadvantaged: 
   *In practice*- some evidence pointing to…

- Increased resources for the poor: many NSPs working for the poor; and contributions from NSPs can free up resources for channeling limited public resources towards the most in need;
- Quality gains: innovative teaching and learning practices and flexible approaches of NSPs can be essential to reaching the poor and disadvantaged groups who often face multiple levels of barriers (distance to school, language, emergency/conflict, work etc);
- Short route of accountability, increased efficiency;
- Benefits of increased choice, etc.

However, conditions apply in realizing these benefits
2. PPPs for the poor and disadvantaged: Changing role of the State

Thus, when NSPs exist, the State must discharge its obligations as regulator and/or purchaser from Direct Provider of Basic Services & the related Infrastructure to Regulator of Services provided by the Non-state Sector and to Purchaser of Services/Infrastructure provided by the Non-state Sector.
2. PPPs for the poor and disadvantaged:

PPPs can be….

- A complementary approach available to the public sector
  - to increase coverage of public services, formally engaging the private sector, NGOs, CSOs, and FBOs,
  - to mobilize private capital, charitable solidarity, and self help.

- A formal long-term working relationship established between public authorities and NSPs to jointly fulfil a basic service delivery right of children.
2. PPPs for the poor and disadvantaged:

### Finance and Provision

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<th>Finance</th>
<th>Private</th>
<th>Public</th>
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<td>Private schools</td>
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<td>Private universities</td>
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<td>Contracting out</td>
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2. PPPs for the poor and disadvantaged:

Types and Forms of NSP provision in Education

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<th>Types of providers</th>
<th>Forms of non-state provisions</th>
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<td>Commercially-driven private entrepreneurs operating individual schools or chains of schools</td>
<td><strong>NSP support for government service delivery</strong></td>
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<td>Private, budget schools</td>
<td>Supply inputs to government schools (e.g. learning materials, school feeding)</td>
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<td>NGOs</td>
<td>Support to infrastructure development of government schools (e.g. school buildings)</td>
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<td>Faith-based organizations</td>
<td>Support to management of government-run schools</td>
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<td>Philanthropic associations</td>
<td>Regulation and quality control of associated services (e.g. inspection, teacher training and certification)</td>
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<td>Community-based organizations</td>
<td><strong>NSP service delivery</strong></td>
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<td>Manage and run government schools (incl vouchers)</td>
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<td>Establishment/operation of private schools</td>
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<td>Private tuition to supplement government provision</td>
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<td>Receiving state funds to provide schooling to specific groups of children</td>
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2. PPPs for the poor and disadvantaged:

**Approaches to partnerships: Give & Take**

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<th>Partner to support the State</th>
<th>Partner supported by the State</th>
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<td>Deliver teacher training for the State</td>
<td>Receive teacher training from the State</td>
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<td>Develop curriculum, textbooks and reading materials for the State</td>
<td>Receive free textbooks and reading materials from the State</td>
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<td>Assist the State in inspecting and monitoring schools</td>
<td>Special policies to govern standards and registration of private schools targeting the poor/disadvantaged</td>
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<td>Private schools required to provide free seats to disadvantaged children</td>
<td>Private schools receive State stipend per poor/disadvantaged children enrolled</td>
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<td>Contractors responsible for repairing schools and constructing toilets/water facilities</td>
<td>Private schools eligible for free water/toilet facilities if 50% of students are from disadvantaged groups</td>
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3. Policy Implications: Making PPPs work for the poor

- An enabling legal and policy framework for NSPs serving the poor
  (i.e., pro-poor redistributive fiscal dimensions, subsidies for remote operations, etc)--

- Strong capacity of governments to design, implement and monitor PPP initiatives targeted for the poor (i.e. thru contracts)
  (Shared objectives, Clear roles/responsibilities, etc)

- Policy dialogue/processes that effectively captures various contributions of NSPs.
Ultimately, PPPs in which skills, resources, and risks are shared, based on comparative advantages of the State and NSPs, can maximize benefits for the educational opportunities of the poor.

Thank you

For comments and inquiries, contact Sena Lee (selee@unicef.org)